TIM2's Discussion Paper on Enhancing DoD Learning on Interagency Processes and Integrated Operations

MECC – 27 Sept 2006
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OSD-Policy / TIM2 Task Force

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Briefing Agenda

TRAINING TRANSFORMATION

- What is T2/TIM2?
  - Origin and tasks
  - Organization
- Where has TIM2 engaged?
  - Latest – DoD Learning on Interagency Processes and Integrated Operations
- What TIM2 needs from you?
- Where do we go from here?

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Department of Defense Training Transformation (T2)

TRAINING TRANSFORMATION

- T2 Program approved by the Secretary of Defense
- Vision: Provide dynamic, capabilities-based training for the Department of Defense in support of national security requirements across the full spectrum of service, joint, interagency, intergovernmental, and multinational operations
- Three Capabilities: Joint Knowledge Development and Distribution Capability (JKDDC), Joint National Training Capability (JNTC) and Joint Assessment and Enabling Capability (JAEC)

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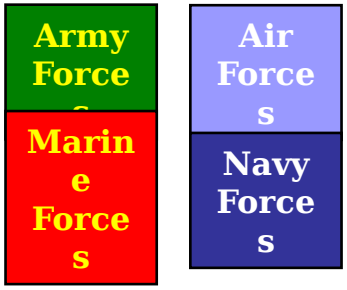
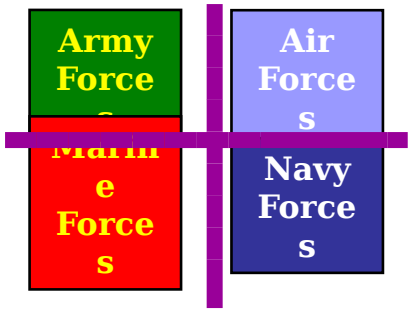
Evolving Joint Force Transformation

Deconflict Service Forces



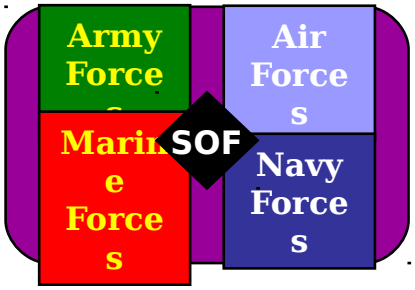
Services Deconflicting

Stitch Service Seams



Services Coordinating

Integration of Service Capabilities



Services/Special Operations Command Integrating

Effects-Based, Collaborative & Network Centric

A coherently *J*oint, capabilities-based, *J*oint Force

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Department of Defense Training Transformation (T2)

TRAINING TRANSFORMATION

- The 2006 T2 Strategic Plan and the 2005 T2 Implementation Plan both call for a broader, more inclusive definition of "Joint"; www.t2net.org

- The Training Transformation action to achieve this is Action 4.7.3. - Develop a common set of Interagency, Intergovernmental, and Multinational "Joint" Mission Essential Tasks

- This action is called TIM2 for short and this stands for Training Transformation Interagency, Intergovernmental, and Multinational Mission Essential Tasks

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Department of Defense TIM2

TIM2 Task Force

TIM2 will ultimately provide a common set of Interagency, Intergovernmental and Multinational Joint Mission Essential Capabilities and Tasks that will form the basis for future DoD education, training, exercises, experimentation, and operations

Federal Government Interagency Operations (Cabinet-level Interagency View)

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Interagency Strategic Security Coordination, Policy, and Advice to POTUS

Homeland Security Council

National Security Council

Intergovernmental Operations

Federal, State, and Local Agencies, and Nongovernmental Organizations

Incidents of National Significance
(DHS Lead, Other Agencies Support)

Foreign Affairs
(DoS Lead, Other Agencies Support)

Federal Government Interagency Operations

Homeland Defense
(DoD Lead, Other Agencies Support)

Warfighting
(DoD Lead, Other Agencies Support)

HOMELAND

NON-HOMELAND

Multinational Operations

US Government Agencies, Allies, Coalition Partners, and International, Regional, and Nongovernmental

TIM2 TF Actions To Date

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- Recommended changes to the Universal Joint Task List to incorporate interagency processes and integrated operations
- Intergovernmental Harmonization, notably with the Department of Homeland Security on mission essential tasks, capabilities, and lexicon
- Non-governmental organization engagement with Regional Combatant Commands
- Draft DoDD on Integrated Operations and DoDI on JIACGs
- Strategy for Engagement beyond DoD
- Assessment and recommendations on Joint doctrine for integrated operations
- Development of Training Requirements for integrated operations
- Enhancing DoD Learning on interagency processes

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DoD Learning on Interagency Processes and Integrated Operations

- Working closely with J-7/JEDD, TIM2 core advisors, educators and practitioners
- Building from OPMEP, EPMEP, JPME
- Proposal for interagency education topics/modules
  - Consensus framework first step in gap analysis: what do we need, what do we have, what do we need to develop, what can we share
- Five phase approach from entry/accession to top levels covering military and civilian
- Implementation issues are being identified and addressed (more on this later)
  - Need appropriate overarching training and education guidance and policy to fully implement

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DoD Learning on Interagency Processes and Integrated Operations

- Started from senior service school curricula
  - Won't be available for everyone
  - Won't be necessary for everyone
- Use building blocks from awareness to analysis
- Framed modules around
  - Who: the players
  - What: the range of operations
  - Where: both CONUS and overseas
  - Why: strategy, doctrine, and concepts

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DoD Learning on Interagency Processes and Integrated Operations

Pre-Commissioning Phase

USG Policy and Doctrine for Integrated Operations

- National Security Strategy, National Defense Strategy, National Military Strategy, National Homeland Security Strategy, NSPDs/HSPDs, DoD Directives and Instructions, Joint and Service Doctrine and Concepts: focus on their existence
- Examine nested nature and interlocking goals

U.S. Government Interagency Players

- Who they are; what they do; their mission; their capabilities/limitations
- USG checks and balances; complex, sometime inefficient; civil-military relations
- Practical examples of how to interact across strategic, operational, and tactical levels (i.e. NSC/HSC process, JIACGs, PRTs); role of bureaucratic politics
- Acknowledgement that others may have the lead, the answer, the comparative advantage
- Introduction to non-USG players (other nations, alliances, NGOs, private sector)

Factors Influencing the Interagency Operating Environment

- Chain(s) of command, unity of action; Supported/supporting construct
- Impact of legal authorities; Impact of funding and other resources
- Mechanical and policy challenges to communications
- Introduction to working with the media

Skill set development (focused on recognition of role of each, likely passive

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DoD Learning on Interagency Processes and Integrated Operations

Primary Phase (OE 1/2/3)

<u>USG Policy and Doctrine for Integrated Operations</u>

- **Focus on nesting and lesser-included documents that drive operations orders and limit options with and for interagency partnering**
- **Documents that shape other interagency partners**
- **Examine development of such documents, source, and process**

<u>Introduction to Planning:</u> Levels and **types of planning; Planning within DoD**

<u>Organizing USG Interagency Players</u>

- **Structure of the National Security Council and Homeland Security Council**
- **Initial overview of NSC/HSC processes and how individual players fit in; civil-military relations**
- **Players' capabilities, advantages, as well as limits and challenges**
- **Players' expectations of DoD; DoD's expectations of them**
- **Communicating: how and with whom, and when not to; bureaucratic politics**

<u>Non-USG Players:</u> How they can help or hinder; in which types of operations do they play
State and local governments, International Organizations, Regional Organizations, Alliances and coalitions, Foreign Governments, NGOs/PVOs, Private sector, The media

<u>Skill set development (Use exercises/gaming to test tool kit, expected level of learning achievement = value, application in daily, tactical/operational situations)</u>

- **Critical analysis, problem solving, decision-making/lessons learned**
- **Negotiation and communication**
- **Cross-cultural awareness, review services/DOD/NG/reserve, more on other USG**

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DoD Learning on Interagency Processes and Integrated Operations

Intermediate Phase IV (AY 1/2/3)

Players in Action: Types of Integrated Operations

- **NEOs, intelligence, stability and reconstruction, nation building, peacekeeping/peacemaking with or without IO mandate, host nation support, security cooperation, humanitarian assistance, military assistance to civil authorities, counter-drugs, counter-terrorism, non/counter-proliferation, strategic communications, military sales/trade/economic, lessons observed/evaluated/resolved/ learned**
- **Examine who plays, how they interact (especially with DoD assets), how they get guidance, how they coordinate (or not), who supports/who is supported, role of contractors**
- **Current and future roles for JIACGs**
- **Seams and transitions; unique abilities and value-added specialization; civil-military relations**
- **Information sharing: policy and practicalities; Introduction to working with the media**

Skill set development (Continue use of exercises/draw on classmates' lessons learned, expected level of learning achievement = value, application in strategic or unpredictable situations)

- **Critical analysis, problem solving, decision-making/lessons learned process**
- **Negotiation and communication**
- **Cross-cultural awareness: Services, DoD, NG/Reserve, other USG agencies, and mostly of other nations of current operations (and thus likely assignment)**
- **Collaboration, flexibility, adaptability, improvising**

Joint Planning

- **Within DoD: JOPES, ConOps, OPlans, Numbered Plans, and Annex Vs**

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DoD Learning on Interagency Processes and Integrated Operations

Senior Phase (O-5/6, W-4/5)

Issues in Domestic Integrated Operations

- Homeland Security versus Homeland Defense
- Natural versus man-made disasters versus terrorism event response
- National Response Plan, incidents of national significance, NIMS, ICS
- Civilian and military command and control; who is in control and when
- Title 10 versus Title 32 roles for the National Guard; posse comitatus concerns
- Federal versus state versus local roles/responsibilities/funding

Issues in Overseas Integrated Operations

- Chain(s) of command/role of ambassadors and U.S. Embassy/country team
- JIACGs and other coordinating mechanisms (CMOC, NACC)
- Differences across spectrum of operations: pre or post-conflict, active combat
- How do the players, roles, responsibilities, and conditions change
- Challenges of working with partners: differing cultures/perspectives from force protection to dealing with “sides,” differing organizational objectives
- Operations under UN mandates
- Transitions along the spectrum of operations (hand-offs)

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DoD Learning on Interagency Processes and Integrated Operations

Senior Phase (continued)

Joint and Interagency Planning

- Strategic and Policy Planning
- Other agencies: State's MPPs, DHS's capabilities based plans with local governments

Players in Action: Key Challenges in Integrated Operations

- Intelligence, stability and reconstruction, nation building, military assistance to civil authorities, strategic communications, lessons observed/evaluated/resolved/learned
- Evaluate processes and systems, including collaborative information environments
- Lessons learned/analyze what has worked or not in the past
- Role of cultural awareness (intel v. law enforcement, other nations, civilian authorities)
- Examine how problems were addresses/solved
- Advantages of collaboration, flexibility, adaptability, improvising
- The future (QDR, Beyond Goldwater-Nichols, NSPD-xx, contractor out-sourcing, TBD)
- Info sharing: security, strategic communications, and working with the media

Negotiation, Mediation, Conflict Prevention, Conflict Resolution

- Build on general course work to date
- Draw on work of Air Force Negotiations Center of Excellence
- Negotiating up and down hierarchies; with individuals or groups; with

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DoD Learning on Interagency Processes and Integrated Operations

General/Flag Officer Phase (O-7/8/9)

Operations
- Evaluate the processes and systems used to synchronize and integrate
- Propose alternatives

Players
- Explore command relationships; authorities for standing up task forces and other entities
- Analyze relationships among joint, interagency, and multinational partners as well as roles and responsibilities for JIACGs, JIATFs, and other entities
- Analyze the role and responsibilities of Congress
- Analyze the role and responsibilities of media

Environment
- Evaluate emerging technologies
- Understand, evaluate and analyze possible improvements in strategic communications

Doctrine: Evaluate emerging and transformational concepts

Lessons learned over their careers
- How did they learn
- What did they learn
- What and how are they going to change

Skills (expected competency level = use in complex, uncertain, long-term, or transformational situations, analysis, synthesis, evaluation)
- Planning
- Negotiating, including mediation and cross-cultural awareness
- Contracting and more broadly acquisition programs and their implications

First Cut at Implementation Issues

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- Overarching Needs
  - Training and education policy and guidance, including incentives, assignments and tracking
  - Overall policy guidance on the role of DoD in Integrated Operations, especially interagency relationships below the Combatant Command level
- Specific Details
  - Resources: Funding, time allotment and priorities
  - Role of certifications/validations
  - Learning taxonomy, MOEs and learning objectives/outcomes/ standards
  - “Catch-up”/”fill-in” modules for mid-career accessions and current leaders
  - Role of partners (interagency, multinational, and others) in developing, delivering, and participating in this framework
  - Language learning needs
  - Sample curriculum
- No doubt others?

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What TIM2 Needs from You

- Contribute to enhancing learning on interagency processes and integrated operations, specifically
  - Identifying gaps in discussion paper framework: what topics did we miss; better ways to build
  - Identifying additional implementation challenges and potential solutions
- Awareness, information sharing, and recommendations
- Assistance to improve capabilities to communicate, coordinate, and collaborate with interagency partners

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TIM2 Near-Term Way Ahead

- Work with Joint Staff J-7, JFCOM, and other Defense Components to develop education and training requirements and implementation plans to prepare for Joint operations with Interagency Community partners
- Technical Challenges: information sharing, ADL distribution outside of DoD, systems connectivity
- Continue to develop and move to implement DoDD 3000.dd on Integrated Operations
- Continue development of a draft DoDI on JIACGs with COCOMS
- Assist with development and implementation of QDR Building Partnership Capacity Roadmap

TIM2 Task Force Missions

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- **<u>Current, mandated role from DoD Training Transformation plans:</u>** **Develop capabilities and tasks for conducting broader, more inclusive Joint operations with interagency community partners**

- **<u>Broader, longer-term implied role:</u>** **Contribute to overall synchronization of homeland and national security preparation and operations in conjunction with U.S. Government Agencies and other participants in the interagency community**